

PROCEEDINGS

EPA SCIENCE FORUM 2002: MEETING THE CHALLENGES

May 1 and 2, 2002

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Executive Summary

The Environmental Protection Agency (EPA) presented a *Science Forum 2002: Meeting the Challenges* on Wednesday, May 1, and Thursday, May 2, 2002, in Washington, DC, to kick off May 2002 as “EPA Science Month.” This *Science Forum* highlighted EPA’s scientific accomplishments, showcased EPA’s commitment to quality science, and demonstrated, through examples, the use of science in decision-making and policy-making. The *Science Forum* also provided an opportunity for dialogue and interaction among EPA scientists, clients, stakeholders, and colleagues with over 1,000 attendees at this event, including EPA program, research, and regional staff; members of other Federal agencies; the scientific community; and the public.

The *Science Forum* consisted of a half-day plenary session and three half-day platform sessions. Each platform session examined a key environmental topic (Susceptible Subpopulations, Safe Water, and Air Quality) regarding the challenges encountered in the topic area and how EPA research develops understanding and helps the Agency meet its statutory obligations. The *Science Forum* included 240 posters on current EPA research activities and speaker-specific topics, EPA scientists/engineers present to discuss their research efforts, virtual tours of EPA laboratories, and exhibits of EPA scientific and educational programs.

Session I—Science to Achieve Environmental Outcomes

This session opened the *Science Forum* and included several keynote speakers to address the importance, use, and limitations of science in policy-making and decision-making. This session also presented several key EPA initiatives illustrating the integration of science across EPA programs to achieve specific goals.

Science: A View from the Hill. Representative Sherwood Boehlert (New York) opened the *Science Forum* with the Congressional perspective on the role of science in public policy and the importance of EPA science programs. He discussed the role of science as a foundation for environmental policy, the need for decision-making to proceed in the face of uncertainty inherent in scientific results, and the need to clearly delineate where the role of science ends in decision-making, since not all environmental policy controversies involve questions of science. Science contributes to the EPA mission by helping to shape policy goals, measure the impact of policy, and design approaches to accomplish goals. Thus, environmental policy must rest on sound science and broad dissemination of this information to the public is important to obtain public support for environmental initiatives and to allocate resources to these initiatives.

Vision and Priorities for Science at EPA. EPA Administrator Christie Todd Whitman presented her vision for EPA’s science priorities, the ways in which scientific information can support policy and regulatory program development, and the metrics needed to determine when and how environmental conditions have improved. Sound science must be a foundation of EPA’s work and provide a basis for making important decisions on risks and impacts to quality of life. The credibility of EPA’s decisions derive from the scientific basis for those decisions and how well

the chosen approach either solves the problem or makes a difference. She discussed EPA initiatives underway to improve the regulatory process and to address continued research excellence. Administrator Whitman also noted that EPA must be accountable for results and is therefore developing a State-of-the-Environment “report card” using measurable indicators of the environment and the impacts on human health in the United States.

Overview of the Environmental Indicators Initiative. Assistant Administrator for the Office of Environmental Information (OEI), Kim Nelson, provided highlights of the Environmental Indicators Initiative (EII), including the development of the State-of-the-Environment Report highlighted by Administrator Whitman. This Report will describe current environmental conditions and trends, identify information gaps, and identify research needed to address those data gaps. This will result in a tool to measure progress within an overall framework of ecological condition and human health, to assist EPA with strategic planning, and to assist EPA in a change to performance-based management driven by environmental goals. The draft Report is anticipated to be released to the public in the Fall of 2002. The EII will also make accessible large volumes of data from all sources.

Use of Biological Indicators for Environmental Assessments—EMAP/Coastal Monitoring. Environmental Monitoring and Assessment Program (EMAP) Director, Dr. Mike McDonald, presented the EMAP methodology for information collection to estimate environmental conditions of streams throughout the United States. This methodology selects a subset of indicators representative of environmental conditions and measures for these indicators. Understanding the baseline condition of our natural resources is critical to understanding the state of the environment, where the environment is declining/improving, and the stresses causing any observed declines. A “proof-of-concept” analysis conducted in the Mid-Atlantic region—the Mid-Atlantic Integrated Assessment (MAIA)—demonstrated that the EMAP methodology could be used to determine the environmental condition on a regional scale of streams and estuaries as well as to develop environmental condition information. To date, 20 states have adopted the EMAP approach. In addition, EPA has several initiatives underway for greater application of this approach to our coasts, to streams in arid conditions in the Western United States, and to assess the great rivers of the United States.

Use of Biological Indicators for Environmental Assessments—Lessons Learned. Mr. Stan Laskowski with EPA Region III and Executive Director of the Institute for Environmental Studies (University of Pennsylvania) presented lessons learned in applying EMAP to assess environmental conditions and to help the Mid-Atlantic region have a safe, sustainable environment for humans and other living organisms with equal emphasis placed on ecological and human health risk. In applying EMAP, the MAIA program found: (1) wide-spread stress in living organisms and habitat, (2) linkages between land use/cover, habitat loss, habitat degradation, and stressed organisms, and (3) that use of biological indicators that integrate chemistry, habitat, pathogens, and other stressors over time lead to less expensive approaches to monitoring the environmental condition. Specific recommendations derived from these program efforts include greater use of ecological endpoints in EPA strategic planning and improved communication of new scientific findings to diverse audiences as well as to continue to actively seek out partnerships with other agencies, organizations, and external stakeholders.

Session II—Protecting Our Health: Susceptible Populations

This session focused on protection of health in susceptible populations, specifically children, through implementation of the Food Quality Protection Act (FQPA), incorporation of these health considerations across EPA programs, and understanding unique exposure scenarios and developmental vulnerabilities. A key theme in these presentations is that children are not little adults and these differences must be understood and incorporated into the regulatory strategies.

Implementing Legislative Requirements of the Food Quality Protection Act: Science Needs.

Assistant Administrator for the Office of Prevention, Pesticides, and Toxic Substances, Steve Johnson, discussed the FQPA and EPA efforts to implement this program. In this effort, EPA developed a ground-breaking methodology to assess cumulative risk by combining exposure sources for multiple chemicals with a common toxicity mechanism. EPA is also working with a stakeholder committee to develop, validate, and apply methodologies to prioritize, screen, and test chemicals for estrogenic or other endocrine disrupting effects. New research areas being addressed by the Office of Research and Development (ORD) in support of the FQPA initiatives include better exposure effects information (short- and long-term), exposure data/factors to evaluate age- and developmentally-related impacts, and a range of models to address response mechanisms and risk assessment. The new methods of risk assessment developed to meet this program's needs are now "state-of-the-art" and may be applicable to other regulatory areas.

Incorporating Children's Health Considerations Across the Agency. Deputy Assistant Administrator for OEI, Ramona Trovato, discussed the increased emphasis on children's health issues over the past 10 years and cited a number of national and international initiatives focused on these issues. Environmental factors are the cause or leading contributors to many of the leading causes of morbidity and mortality for children in the United States. Initiatives under the National Agenda for children's health include research on risks to children and on how to address cumulative and simultaneous exposures. EPA is also pursuing a variety of outreach and educational activities to provide better information regarding preventive actions that can be taken to protect children from environmental health hazards. EPA's Children's Health Protection Task Force is addressing areas of concern such as lead poisoning, asthma prevention, environmental health issues associated with school environments, and a national study to establish the relationship between environmental factors and health from preconception through adolescence. EPA is also working with other federal agencies such as the Centers for Disease Control and the Department of Health and Human Services as part of these initiatives.

Unique Exposure Scenarios. Assistant Center Director for the National Center for Environmental Research (NCER), Chris Saint, discussed EPA research efforts to identify key behavioral factors that influence children's exposure. Behavioral patterns define the rates of contact between individuals and the environment; therefore, certain behavioral patterns and exposure mechanisms can vary by age. EPA is using this information to develop methods for quantifying and predicting exposure, and to develop approaches and protocols for measuring exposure factors by all relevant pathways. Areas of particular interest include pesticide transfer

from lawns to children, pesticide transfer from pets to children, and updating an existing exposure factor handbook with child-specific and age-specific information.

Unique Developmental Vulnerability. Senior Scientist, Dr. Carole Kimmel, with the National Center for Environmental Assessment (NCEA) discussed the physiological differences between children and adults as well as two exposure pathways unique to children — breast milk and placental. She noted key areas of difference that affect responses to exposure and noted the existence of critical windows of susceptibility for children during development into an adult and during organ development before and after birth. Exposure in early development and childhood may have impacts that do not appear until adulthood or even old age. Dr. Kimmel also discussed a variety of factors that make children susceptible to disease. EPA research in these areas is addressing mechanisms of pollutant action on critical periods of development, developing biological models that incorporate the relationship between internal dose with responses at the tissue/cellular level, and exploring the linkages between outcomes and exposures that may be separated in time such adult diseases that may originate in childhood exposures.

Session III—Safe Water

This session focused on the current and near-term challenges to provide for clean, safe water, how the Office of Water is working with its partners to achieve clean water and to protect water supplies, and the role of science in these initiatives. A key theme in all of the discussions was having a sound scientific basis to support decision-making.

Meeting the Need for Clean, Safe Water (Surface Water, Drinking Water, and Protection of Water Supplies). Deputy Assistant Administrator for the Office of Water, Diane Regas, discussed science as a tool to accomplish goals under the Safe Drinking Water Act (SDWA) and the Clean Water Act (CWA). Four major roles of science in this area are to define the issues to address and the barriers to their accomplishment, to identify how to address these issues, to predict the consequences of intervention, and to evaluate the effectiveness of actions taken. Examples illustrating the role of science in these areas included management of contaminated runoff using ecosystem-based approaches, new approaches for criteria development to address consumption of fish contaminated by mercury, control measures for microbial contamination of drinking water, and understanding the vulnerabilities of our drinking water supplies as well as appropriate countermeasures. Ms. Regas also noted the importance of understanding the role of uncertainty in science and for decision makers and the public to understand what it means to act on scientific information in the face of such uncertainty.

Working with States to Achieve Clean, Safe Water. Deputy Regional Administrator for EPA Region V, David Ullrich, discussed how EPA draws on its scientific talent to understand and improve environmental conditions through the integration and alignment of problems, programs, and people, which occurs via the implementation role of the EPA regions. Many challenges require decision makers to proceed using the best knowledge available at the time and to further develop knowledge where it is needed. As a result, the focus is on the question—“Do we have enough to make a decision?” Addressing this question requires the mechanisms to get the right

knowledge to the right place at the right time. The scientists must know what the needs are, the scientists must let the implementers know what the scientific data can tell us, and the EPA must get the people together to address the challenge. Several examples from Region V initiatives and achievements were provided to illustrate these points.

Watershed Protection/Management. Senior Scientist, Dr. Gil Veith, with the National Health and Environmental Effects Research Laboratory (NHEERL) discussed the use of stewardship approaches for watershed management that focus on sustainable carrying capacities and mitigating impacts from exceeding those carrying capacities. Current science enables consideration of certain carrying capacity thresholds (e.g., water quantity/distribution, soil loss/sedimentation, etc.), but each threshold must be defined in an ecological context because there are multiple contributors (e.g., human activities, domestic animals, wildlife, etc.). An EPA role is to identify critical thresholds to guide local efforts in promoting stewardship even when “sustainable living” cannot be well-defined scientifically. The Office of Water has five major research areas underway to support these initiatives and is working in collaboration with ORD to apply new techniques such as computational toxicology to these endeavors. Of particular importance is the integration of risks from chemical and non-chemical stressors to mathematically bring together dose-response (exposure) and habitat condition.

Balancing Risks and Risk Management Options. Senior Research Engineering Advisor, Dr. Bob Clark, with the National Risk Management Research Laboratory (NRMRL) discussed the role of drinking water research in protecting public health for over 100 years. He noted many areas of progress regarding reductions of illness from waterborne disease along with the need for continued vigilance regarding our drinking water infrastructure. Examples included recent outbreaks of new microbial illnesses and other public health incidents as well as more recent concerns as an aftermath of the September 11th events. Dr. Clark provided many examples of how scientific research continues to support regulatory development, continued public health improvements, and water supply security.

Session IV—Air Quality

This session focused on how particulate matter (PM) is beginning to be understood as a major health issue (particularly for susceptible populations), the extent of elevated PM levels, and how science feeds into issues that the EPA regions must address and ultimately into the decisions that regulatory programs must make. Key themes in all of the discussions were the significant health concerns regarding PM and the importance of sound, scientifically-based strategies for air pollution control implementation and to communicate issues with confidence.

Understanding the Health Effects of Particulate Matter. Dr. John Vandenberg, Acting Director, Human Studies Division, NHEERL, presented the findings of multiple scientific studies to clearly demonstrate the relationship between mortality and PM levels. Health effects of concern include increased death rates, aggravated respiratory and cardiovascular illness, and decreased lung function; in addition, existing health studies have shown that certain populations (e.g., elderly, individuals with chronic obstructive pulmonary disease) are more at risk than

others. Further complicating this situation is that PM is a complex mix of constituents and particle sizes resulting from multiple sources, and no two geographic locations have the same mix. Dr. Vandenberg cited many examples of research underway to better understand human exposure, effects of exposure, PM composition, and the components of PM causing negative health effects as well as the underlying biological mechanisms.

Reducing Exposures to Particulate Matter. Acting Director of the Emissions, Monitoring, and Analysis Division in the Office of Air Quality Planning and Standards, David Mobley, discussed monitoring programs underway to better understand PM_{2.5} levels, composition, precursors, sources, and general trends. Preliminary evaluation of the first three years of monitoring data (1999 to 2001) indicate that large areas east of the Mississippi River and in California have PM_{2.5} levels above the National Ambient Air Quality Standard (NAAQS), there is a strong correlation between PM_{2.5} concentrations and visibility (haze), and sulfates appear to be a significant component. Regional dispersion of PM is significant and fairly consistent, with local differences attributable to urban contributions. PM_{2.5} represents a serious health threat and is a complex problem involving high annual/daily levels, complex composition, contributions to haze, multiple sources, and the potential need to control precursors to reduce PM_{2.5} levels.

Working with States to Achieve the PM NAAQS. Deputy Regional Administrator for EPA Region IV, Stan Meiburg, discussed how the states and EPA regions are responsible for implementation of the PM_{2.5} NAAQS and the role of science in these efforts. A major challenge is to balance the need for national consistency with the need to address differing regional and state conditions. As implementers, the EPA regions and states depend on good science for advice and assistance, to create a sound strategy for air pollution control, and to communicate all of this information clearly and with confidence. Examples of such scientific foundations included health effects, monitoring, modeling, emissions inventories, and control technologies. Implementers depend on good science in these areas to enable them to make the case for the need to take action, to open up opportunities for innovation, and to create partnerships among states, citizens, industry, and other stakeholders that can share costs/benefits and can promote information exchange to find solutions.

Setting the PM NAAQS. Assistant Administrator for the Office of Air and Radiation, Jeff Holmstead, discussed the role of the Clear Skies Initiative in reducing PM_{2.5} levels nationwide. Preliminary analysis of the recently acquired monitoring data indicates that extensive ozone and PM_{2.5} problem areas exist, that sulfates represent the largest component of PM with nitrates being the next largest component, and power generation is a significant source of both of these components. The Clear Skies Initiative is specifically addressing reduction of PM levels through designation of emission caps for specific pollutants in the power generation industry to achieve reductions over a 10-year period. Also of note is that these reductions are being applied in addition to reductions being achieved through other CAA programs. Models developed to support these efforts project improvements of visibility, reductions in acid and sulfur deposition, and significant reductions in the number of nonattainment areas as a result of these actions.

I. Overview

The Environmental Protection Agency (EPA) presented a *Science Forum* at the Ronald Reagan Building in Washington, DC, on Wednesday, May 1, and Thursday, May 2, 2002, to kick off May 2002 as “EPA Science Month.” The *EPA Science Forum 2002: Meeting the Challenges* was an opportunity to showcase EPA leadership in key areas of environmental research and to spotlight new initiatives and recent successes. In the first of what is anticipated to be an annual event, this *Science Forum* emphasized how science has made and will continue to make a significant contribution toward solving environmental challenges.

The *Science Forum* highlighted EPA’s scientific accomplishments, showcased EPA’s commitment to quality science, and demonstrated, through examples, how science has influenced Agency decisions. While EPA programs encompass many science issues, this *Science Forum* was not intended to provide comprehensive coverage of all research conducted by EPA. Future *Science Forums* are anticipated to continue with the goals set forth in this meeting by addressing other high priority challenges facing EPA.

The *Science Forum* also provided an opportunity for dialogue and interaction among EPA scientists, clients, stakeholders, and colleagues with over 1,000 attendees at this event. Attendees included EPA program, research, and regional staff; members of other Federal agencies; stakeholders; the scientific community; and interested members of the public. The *Science Forum* included 240 posters addressing current EPA research activities and specific topics addressed by speakers, discussions of research efforts by EPA scientists and engineers, virtual tours of EPA laboratories, and exhibits of EPA scientific and educational programs.

Representative Boehlert opened the half-day plenary session with the Congressional perspective on the role of science in public policy and the importance of the EPA science programs. As keynote speaker, EPA Administrator Whitman restated her commitment to EPA’s strategic goals and presented her vision for EPA’s science priorities, the ways in which scientific information can support the development of policies and regulatory programs, and the metrics needed to determine when and how environmental conditions have improved via an upcoming State-of-the-Environment Report. Subsequent plenary presentations included discussion of the Environmental Indicators Initiative that is producing the State-of-the-Environment Report, and how EPA science contributes to the development and use of environmental indicators.

Three half-day platform sessions each examined a key environmental topic (Susceptible Subpopulations, Safe Water, Air Quality) from two perspectives — the challenges encountered in the topic area and how EPA research has led to a greater understanding of these challenges and has helped the Agency meet its statutory requirements. The audience had an opportunity in each session to ask questions of the speakers. Poster sessions followed each session addressing session-specific and related topics. EPA engineers and scientists were available at these poster sessions to provide additional information and to address questions of attendees.

II. Session I—Science to Achieve Environmental Outcomes

Wednesday, May 1, 2002

The purpose of this first session on the first day of the meeting was to establish the importance, use, and limitations of science in policy-making and decision-making.

Representative Sherwood Boehlert opened the *Science Forum* with the Congressional perspective on the role of science in making public policy and the value of the scientific research that EPA conducts. EPA Administrator Christie Todd Whitman discussed the role of sound and relevant science as a basis for decision-making, as well as new EPA initiatives and new directions for EPA's research programs. Assistant Administrator for the Office of Environmental Information (OEI), Kim Nelson, provided an overview of the upcoming State-of-the-Environment Report and the Environmental Indicators Initiative that provide, respectively, a baseline and tools for measuring progress toward improving environmental conditions and to identify research needs to address information voids. Environmental Monitoring and Assessment Program (EMAP) Director, Dr. Mike McDonald, and Stanley Laskowski with EPA Region III and Executive Director of the Institute for Environmental Studies (University of Pennsylvania) discussed the EPA experience in developing and applying biological indicators in the EMAP program as well as lessons learned in developing and applying this approach to watershed monitoring.

Opening Remarks

Assistant Administrator for the Office of Research and Development (ORD), Dr. Paul Gilman, welcomed all the attendees to this first EPA-wide *Science Forum* that participants from the EPA regions, programs, and research laboratories to illustrate the integration of science within the programs. He advised the attendees of the range of resource materials provided via this forum including specific posters for each session, a handout packet of abstracts, EPA scientists and engineers present to discuss their current work, virtual tours of EPA laboratories, and related posters, exhibits, demonstrations, and technical materials. Dr. Gilman also provided an overview of the two days of plenary sessions and introduced the keynote speakers.

Keynote Addresses

A Member of Congress and the EPA Administrator provided opening addresses to Science Forum attendees on the importance and role of science in public policy.

Science: A View from the Hill

Representative Sherwood Boehlert (New York) discussed the role of science as a foundation for environmental policy and in decision-making. He noted that science can rarely provide definitive answers to complex questions in the time frame needed for decision-making. As a result, decision-making must often proceed before all scientific results are available. Policy makers must understand the inherent uncertainty associated with scientific results and must be able to make decisions as research proceeds.

In addition, not all environmental policy controversies involve questions of science. While science may be able to substantiate specific linkages between a pollutant and increased health impacts, policy makers within EPA and Congress must address what level of increased health impacts are acceptable to our society. Clear delineation of where the role of science ends in policy-making is therefore important.

Science can and must continue to contribute to the EPA mission because science can help to shape policy goals, to measure the impact of policy, and to design approaches to accomplish policy goals and choose among them. On the other hand, inconclusive science cannot in and of itself stop regulatory development.

Representative Boehlert also noted the need to provide more environmental information to the public, particularly regarding outcomes. This information in turn will help to allocate resources, to evaluate programs, and to galvanize the public. Providing richer, more complete environmental information is also key to developing the next generation of environmental regulations and winning public support for these approaches.

In conclusion, good environmental policy must rest on sound science. The outcomes of this are an aggressive yet creative environmental policy, greater public support for environmental initiatives, and continued, more generous funding for environmental research.

Vision and Priorities for Science at EPA

EPA Administrator Christie Todd Whitman acknowledged the opportunity provided by this forum to represent EPA's commitment to science by bringing together the EPA scientific community and its partners to showcase a broad range of cutting-edge research. Science has long had a strong role in understanding environmental issues and in dealing with the problems identified. Sound science must be a foundation of EPA's work and provide a basis for making important decisions on risks and impacts to quality of life.

Our greatest successes occur when decisions are based on sound, relevant science with the understanding that science does not provide definitive answers. The credibility of our decisions derives from the scientific basis for those decisions and how well the chosen approach will either solve the problem or make a difference.

The environmental challenges faced today are more complex than those faced 20 years ago. These challenges are more difficult to identify, harder to solve, and more costly to address. Strong science will identify future needs and provide the basis for decisions. Therefore, EPA managers must have the best scientific and economic information to consider in decision-making, and the information obtained must be presented in a clear manner to the public. This results in better understanding of environmental risks and how to manage those risks. The public can also be more informed and thereby help to craft solutions to the challenges identified.

EPA has many initiatives underway to improve the regulatory process and address research excellence. These include actions to innovate the regulatory development process in conjunction with a rigorous peer review process, which validates and strengthens EPA's ability to identify critical issues and scientifically sound solutions. EPA is also steering its research program in new directions, such as the use of computational toxicology for health effects determinations. EPA is also extending innovation in research into administrative areas as well such as initiatives to make EPA research salaries competitive with the private sector to attract the best scientific capabilities. EPA will also continue to support post-doctoral programs and academic research, which makes EPA an important partner and leader in developing solutions to our nation's complex environmental challenges.

EPA must be accountable for results and is therefore developing a State-of-the-Environment "report card" using measurable indicators of the state of the environment in the United States and impacts on human health. This will enable EPA to demonstrate results for the work being performed. This report is anticipated to be released in the Fall of 2002.

Administrator Whitman noted that the sessions of this *Science Forum* will address the complex challenges EPA faces in research, regulatory, and policy perspectives, and thanked everyone for their commitment to science and the initiatives underway within EPA.

Overview of the Environmental Indicators Initiative

Assistant Administrator for OEI, Kim Nelson, provided highlights of the Environmental Indicators Initiative, including the development of a State-of-the-Environment Report, which will serve as a tool to measure progress within an overall framework of ecological condition, human health, cleaner air, purer water, and better protected land. The short-term goals of this Initiative are to gather and develop information to understand the current situation and what is needed to make sound, strategic decisions. The long-term goals are to bring together national, regional, state, and tribal indicator efforts to describe the condition of critical environmental areas and human health concerns. This Initiative is anticipated to be an overarching change to the way in which EPA is managed and that these changes will be made in partnership with states, tribes, and local governments.

EPA is developing this State-of-the-Environment Report in conjunction with Federal partners to:

- Describe current environmental conditions and trends using existing data and indicators
- Present what is known and what is not known about environmental trends and conditions
- Evaluate the types of information EPA collects and determine whether this is the right kind of information to collect to understand the environmental condition
- Identify data gaps in data collection and the research needed to fill those gaps
- Discuss the challenges associated with resolving these data gaps.

This report will also be accompanied by supporting technical information that will provide the scientific foundation for the indicators and other analyses presented.

In selecting issues and questions to address in this report, EPA considered both areas of public interest in understanding the environmental condition and areas where greater public awareness is necessary to achieve a needed impact. Most of the issues in the State-of-the-Environment Report derive from those of greatest public interest.

The State-of-the-Environment Report will undergo external peer review of the indicators selected, supporting data, and data usage/context. This will ensure that the indicators selected are appropriate for the questions being asked, the data related to those indicators are of adequate quality, and the data and indicators are used in the appropriate context for the types of questions being addressed. After completion of this external peer review, a draft report will be issued for public review and comment, which is anticipated to occur in the Fall of 2002.

Another key aspect of the Environmental Indicators Initiative is to make large volumes of data from all sources (inside and outside of EPA) available at the desktop level to enable these data to be evaluated for spatial or temporal trends. The goal is to make this information readily accessible and to be able to present the information and associated analyses in easily

understandable and usable ways. There are also plans to provide the data sources online so that users can access data regarding their specific locations of interest.

The State-of-the-Environment Report is not intended to be definitive. Rather, this document is expected to begin a dialogue on how to measure the state of the environment and to serve as a tool to assist EPA with strategic planning as well as a change to performance-based management with future goals driven by environmental rather than program goals.

Use of Biological Indicators for Environmental Assessments

Two speakers addressed the development of biological indicators to assess environmental conditions, and the use of these indicators in condition assessment and decision-making.

EMAP/Coastal Monitoring

EMAP Director, Dr. Mike McDonald, presented the EMAP approach to information collection to estimate environmental conditions for streams throughout the United States. EMAP is a methodology (or monitoring program design) to select a subset of indicators representative of environmental conditions, to measure this information, and to evaluate the results.

Why do we want to know the condition of our natural resources? EPA has a mission to protect and restore our natural resources. EPA also realizes that having an understanding of the baseline condition is critical to understanding the state of the environment, where the environment is declining or improving, and the stresses causing any observed declines.

The goals in EMAP development were to develop a scientific basis for consistent, unbiased, cost-effective measurement of the condition of the nation's aquatic ecosystems. This also supports building state-level capacity for monitoring the environmental condition and for EPA to provide design and analysis support to states using this monitoring approach.

The EMAP design is a scientifically defensible monitoring approach and eliminates bias found in other sampling methodologies that can lead to under- or over-estimating the environmental condition. EMAP uses biological indicators (fish, benthic invertebrates, and vegetation) to integrate the effects of stressors in order to provide a direct measure of the biology. EMAP estuarine and stream indicators include stressors such as dissolved oxygen, salinity, temperature depth, pH, nutrients, sediments, and toxics.

EPA conducted a "proof-of-concept" analysis in the Mid-Atlantic region—the Mid-Atlantic Integrated Assessment (MAIA), which involved many Federal agencies including the United States Geological Survey (USGS), United States Forest Service (USFS), and United States Fish and Wildlife Service (USFWS). This assessment demonstrated that the EMAP design could be used to determine the environmental condition on a regional scale of streams and estuaries as well as to develop landscape atlases of environmental condition information. This enabled agriculture, topography, and other information to be overlaid resulting in the development of a new indicator—steep slope agriculture—that addresses sediment washout into streams. Results

of the MAIA Program assessments found that the top stressors in both estuaries and streams were related to land use (e.g., sedimentation, nutrients).

Thus, the EMAP approach enables detection of environmental change at the state and national levels, and provides a more cost-effective approach to collecting this information. To date, 20 states have adopted the EMAP approach.

In addition to the MAIA Program, EPA has several initiatives underway for greater application of the EMAP approach: (1) a national coastal assessment involving the first statistically-based determination of the health of any national aquatic resource and the commonalities/differences in stressors relating to impaired condition, (2) adaptation of EMAP to streams and estuaries in the arid Western states, and (3) Science to Achieve Results (STAR) grants for university-based research focused on topics in which EMAP is integrating academic scientists nationwide regarding ecological indicators for assessing ecosystem condition. Future research areas include the Central Basin Initiative to develop a scientific basis for assessing the condition of the great rivers of the United States including the linkage of streams to rivers and rivers to estuaries. Efforts are also underway to transfer this technique to states and EPA regions for a consistent approach to national monitoring of streams and estuaries as well as to obtain complete and consistent Clean Water Act (CWA) Section 305(b) data.

Lessons Learned

Mr. Stanley Laskowski with EPA Region III and Executive Director of the Institute for Environmental Studies (University of Pennsylvania) discussed lessons learned in applying EMAP to meet environmental goals from the perspective of the “manager” or “user” of this tool. An environmental goal for the Mid-Atlantic region of the United States is to have a safe, sustainable environment for humans and other living organisms with equal emphasis placed on ecological and human health risk. Seven lessons came out of the MAIA Program efforts in the application of EMAP to such goals:

- Living organisms are stressed throughout the Mid-Atlantic region
- Birds, ecological condition, and land use/land cover are all clearly linked
- Biological indicators integrate chemistry, habitat, pathogens, and other stressors over time, leading to a less expensive approach to monitoring the environmental condition
- Chemistry does not provide a complete picture of environmental condition; therefore, probabilistic and biological approaches must also be considered in monitoring design development
- Habitat loss and degradation is a major environmental stressor in the region
- Forest fragmentation is widespread throughout the region and this interior temperate deciduous forest is an important resource requiring protection

- Non-indigenous invasive species have significant impacts throughout the region.

For a region with a high rate of regulatory compliance and with cleanup accomplished for many contaminated sites, these findings raise questions such as: Are we measuring our successes appropriately? Are we measuring the right end points? Do we have enough ecological goals to match up with health goals?

Specific management recommendations derived from the MAIA Program efforts to apply EMAP include the need to:

- Build more ecological endpoints into EPA strategic planning
- Train/use regional senior managers to better understand new scientific findings as they are ambassadors for cutting-edge science in their role as spokespersons throughout the country
- Provide annual training to end users on the latest sciences or provide for scientific information transfer through conferences or other venues such as this forum
- Use “plain English” communications because many of today’s environmental initiatives involve complex issues that can be difficult to communicate
- Continue to actively seek out partnerships with other agencies, organizations, and external customers.

The MAIA efforts to apply EMAP also demonstrated that: (1) science can be used to prove things that were once only known “intuitively,” and (2) partnerships can work within EPA and between EPA and Federal/State agencies as well as with external customers.

III. Session II—Protecting Our Health: Susceptible Populations

Wednesday, May 1, 2002

The purpose of this second session on the first day of the meeting was to focus on the protection of health in susceptible populations, specifically children, through implementation of the Food Quality Protection Act (FQPA), incorporation of children's health considerations across all EPA programs, and understanding their unique exposure scenarios and developmental vulnerabilities.

Steve Johnson, Assistant Administrator for the Office of Prevention, Pesticides, and Toxic Substances (OPPTS), discussed the FQPA and its requirements, the role of this legislation in protecting children, and the role of science in the implementation of this legislation. Deputy Assistant Administrator for the OEI, Ramona Trovato, gave a presentation on children's health issues, EPA's long-standing role in considering children's health in regulatory standards development, and specific initiatives conducted in this area in the last five years. Assistant Center Director for the National Center for Environmental Research (NCER), Chris Saint, discussed the role of scientific research in understanding exposure mechanisms in children to support regulatory initiatives. Dr. Carole Kimmel with the National Center for Environmental Assessment (NCEA) presented the unique vulnerabilities of children and examples of EPA's leadership role in children's environmental health research.

Opening Remarks

Dr. Elaine Francis, National Program Director of Endocrine Disruptors, welcomed attendees to this second session and provided opening remarks to set forth the purpose of the presentations on protecting the health of susceptible populations.

Dr. Elaine Francis opened this session on protecting the health of susceptible populations by noting that the topics presented in this first EPA *Science Forum* are those that EPA wants to be most recognized to ensure development of sound science and to incorporate that sound science into decision-making. Susceptible populations have become a focus in the last decade, and these include children, the elderly, and individuals with asthma or other factors that make them more susceptible. Dr. Francis then introduced each of the four speakers in this session.

Challenges for Policy Makers

Following opening remarks by Dr. Francis, two speakers addressed the role of science in understanding and addressing the special sensitivities of children in a range of EPA regulatory initiatives.

Implementing Legislative Requirements of the Food Quality Protection Act: Science Needs

Assistant Administrator for OPPTS, Steve Johnson, discussed how the FQPA replaced a patchwork of standards for licensing pesticides and toxic substances with a single health-based standard, and required that consideration be given to all exposures in aggregate exclusive of those in the work place. The FQPA also required that cumulative risks must be considered, chemicals must be screened for estrogenic and/or other endocrine effects, and a children's safety factor must be applied when assessing risk to children.

To meet a 10 year schedule set by Congress to reassess 9,700 existing tolerances for pesticides and toxic substances, EPA needed to develop better exposure information and new risk assessment methods to incorporate the FQPA requirements in a scientifically sound way. EPA accomplished this by involving a range of stakeholders in the methodology development and implementation process, basing policy decisions on sound science, providing extensive opportunities for public review and comment on policies to make the decision process more transparent, and providing for transition if agriculture is affected.

For this program, EPA developed a ground-breaking methodology to assess cumulative risk by combining exposure sources for multiple chemicals with a common toxicity mechanism. EPA is working with a stakeholder committee to develop, validate, and apply methodologies to prioritize, screen, and test chemicals for estrogenic or other endocrine disrupting effects. Also, OPPTS is working with ORD to conduct the research necessary to fill data gaps such as:

- Short-term and long-term exposure effects

- Exposure data and exposure factors for children of different age groups to evaluate age- and developmentally-related impacts
- Probabilistic risk assessment models for induced gene transfer to other crops/plants
- Tools to manage or prevent gene transfer/resistance
- Models and methods to assess human allergenicity.

The new methods of risk assessment developed to meet this program's needs are now "state-of-the-art." The next step is to consider their implications for other regulatory areas and to conduct the scientific research necessary to support those applications.

Incorporating Children's Health Considerations Across the Agency

Deputy Assistant Administrator for the OEI, Ramona Trovato, spoke about how, over the past 10 years, there has been increasing emphasis on children's health issues including issuance of the FQPA, amending the Safe Drinking Water Act (SDWA) to require consideration of susceptible subpopulations, the EPA-created National Agenda to protect children's health from environmental threats, a 1997 Executive Order directing all Federal agencies to consider children's health issues, EPA creation of a Children's Health Protection Task Force, and an international declaration on children's health issued by the "G-8" nations. Good scientific data are required to support all of these initiatives.

Under the National Agenda initiatives, EPA has initiated more research on risks to children and on how to address cumulative and simultaneous exposures. EPA has funded research at all 12 of its research centers and issued individual grants via ORD to create new fields of study in these areas. EPA is also pursuing outreach and educational activities to provide better information to the community, parents, and care-givers regarding preventive actions that can be taken to protect children from environmental health hazards as well as to enable doctors and nurses to become better informed on the relationship between environmental factors and children's health.

Environmental factors are the cause or are leading contributors to many of the leading causes of morbidity and mortality for children in the United States. The Children's Health Protection Task Force is developing and implementing initiatives to address concerns in such areas as:

- Lead poisoning
- Asthma prevention
- Environmental health issues associated with school environments
- A research database of all Federally-funded or Federally-led research to eliminate duplicate effort and to build on the efforts of each agency

- A national children's study to establish the relationship between environmental factors and health from preconception through adolescence
- A national registry for childhood cancer to obtain better data on the types of cancer, where they are occurring, and in what age groups.

EPA is working with the Centers for Disease Control (CDC) and the Department of Health and Human Services (DHHS) among other Federal agencies as part of these initiatives. Research necessary to address the data needs of these initiatives include identification of chronic diseases and how they track with environmental exposures, measures of children's health indicators, toxicity testing protocols that address early life stages, and improved biological monitoring.

Many outreach activities are also underway with states, local governments, private industry, and children's organizations. These include web sites with prevention information, a children's environmental health yearbook, collaboration with major league baseball for an anti-smoking campaign, and establishment of October as Children's Health Month with associated information and outreach activities.

Science—Answering the Challenge

Dr. Francis introduced two speakers who discussed initiatives underway to address the scientific challenges identified by the two previous speakers.

Unique Exposure Scenarios

Assistance Center Director for NCER, Chris Saint, discussed how exposure is a complex process involving contact between people and their environment. Exposure is affected by many factors such as body weight, breathing rate, and chemical concentration. Specific behaviors such as crawling and playing can lead to greater exposure.

ORD is gathering information to identify the key behavioral factors that influence children's exposure. EPA is using this information to develop methods for quantifying and predicting exposure, and to develop approaches and protocols for measuring exposure factors by all relevant pathways (e.g., air, water, food, soil, and dust).

Behavioral patterns define the rates of contact between individuals and the environment. For example, time spent in specific activities at particular locations (such as home or school) can vary by age. Actual exposure mechanisms also vary with age. As an example, mouthing hands is especially prominent in children of 2 years of age or younger.

EPA has incorporated such exposure factor information into a handbook used by government and industry, and continues to provide updated information and new exposure factors such as a child-specific supplement. EPA is also developing modeling approaches to incorporate this new exposure factor information, to develop more realistic exposure assessments for children, or to

support other regulatory programs. This includes developing measurement methods to address pesticide transfer from pets to children and pesticide transfer from lawns to children as well as techniques for urine sample collection from very young children and cotton suits for monitoring dermal exposure in children. These new methods will generate better data for models and risk assessments as well as other regulatory areas.

These new methods in development must undergo field testing, which ORD is also addressing. This includes development and testing of a draft protocol to measure exposure to pesticides via all exposure pathways as well as a multi-pathway exposure field study examining pesticide and other organic pollutant exposures via schools, child care centers, and residence in agricultural communities among others.

These research activities draw upon all 12 of its research centers as well as joint initiatives conducted with the Consumer Product Safety Commission (CPSC) and state agencies.

Unique Developmental Vulnerability

NCEA Senior Scientist, Dr. Carole Kimmel, discussed the differences between children and adults, which include larger surface area to body weight ratio, higher metabolic rate, higher consumption per unit of body weight, much more rapid growth rate, and lower kidney excretion rate. In addition, children have two unique exposure pathways—breast milk and placenta.

There are also several critical windows of susceptibility for children during development into an adult (fertilization, birth, sexual maturity), and exposures during these periods can result in a variety of abnormalities and fatal effects. Many health outcomes may be detected immediately, but some may not appear until adulthood or even old age. In addition, there are critical development periods for various organ systems as well as periods of vulnerability that extend past birth, and exposures during these periods can result in major structural defects.

Exposure in early development and childhood may have impacts throughout life. There are also a variety of factors that make children susceptible to disease. These include age/developmental stage, genotype, nutrition, predisposing disease, concurrent exposures (e.g., drugs), past exposures, birth weight, and interactions among these factors.

Research priorities for environmental risks to children published by ORD in 2000 included:

- Development of data to reduce risk assessment uncertainties
- Development of risk assessment methods and models
- Cross-cutting research such as variations in human susceptibility and cumulative risk assessment.

Ongoing research in these areas is already addressing mechanisms of pollutant action on critical periods of reproductive and neurological development.

An important development from this research is the creation of biological models that incorporate the relationship between internal dose and responses at the tissue or cellular level, i.e., a biologically-based dose-response model framework. This type of model describes the link between administered dose, dose at the target, target interaction, mechanisms, pathogenesis, and adverse outcome. This will greatly improve the ability to predict the impact of exposures during critical development periods.

There is also a multi-year plan and long-term goals for research into endocrine disrupting chemicals. This will provide better understanding of the science underlying the effects, exposure, assessment, and management of endocrine disruptors as well as the anti-androgenic effects of some environmental chemicals.

In addition, EPA has one of the largest groups of researchers addressing children's environmental health. This research is addressing asthma/respiratory issues, developmental effects of pesticides on children in agricultural communities, developmental effects of urban toxicants on inner city children, and neurobehavioral disorders such as autism and exposures to lead, pesticides, and PCBs.

Dr. Kimmel noted that another area of concern is that adult diseases may originate in childhood exposures. The ability to link outcomes and exposures that may be separated in time is still difficult to accomplish. A National Children's study is attempting to address this issue by providing key data on environmental exposures measured at important developmental periods and documenting the resultant outcomes on children's health. This type of life-stage approach to linking exposures and outcomes will enable researchers to track changes in exposures over time as well as multiple health outcomes, develop improved exposure measurement methods, and acquire data on children's health status and trends for exploring future hypotheses.

IV. Session III—Safe Water

Thursday, May 2, 2002

The purpose of this first session on the second day of the meeting was to focus on the current and near-term challenges to provide for clean, safe water, how the Office of Water is working with its partners to achieve clean water, and the scientific needs to meet these challenges.

Deputy Assistant Administrator for the Office of Water, Diane Regas, discussed EPA initiatives to meet the need for clean, safe water of all types—surface water, drinking water, and protection of water supplies—and the role of science in regulatory and policy decision-making. Deputy Regional Administrator for EPA Region V, David Ullrich, shared the regional perspective on implementing EPA initiatives for safe, clean water with states, tribes, and other stakeholders and partners, as well as the role of science in the implementation process. Dr. Gil Veith with National Health and Environmental Effects Research Laboratory (NHEERL) gave a presentation on watershed protection and management that illustrated how scientific endeavors lead by ORD can, in conjunction with social science and economics, promote stewardship of resources nationally and internationally. Senior Research Engineering Advisor, Dr. Bob Clark, with the Water Supply and Water Resources Division in the National Risk Management Research Laboratory (NRMRL) discussed the role of science in EPA regulatory programs for water, in protecting public health, and in providing for the security of our water supplies. Participants spent the last part of the session in a panel discussion and responded to questions from the audience that provided additional information and insight on a variety of water-related topics.

Opening Remarks

Assistant Administrator for the Office of Research and Development, Dr. Paul Gilman, welcomed attendees to the second day of the Science Forum and Dr. Geoff Grubbs, Director, Office of Science and Technology, provided opening remarks to set forth the purpose of the presentations on safe water in this session.

Dr. Geoff Grubbs opened this session noting that the Office of Science Policy within the Office of Water sets the baseline for determining the nature of water problems, addresses the issue of “how clean is clean,” and establishes environmentally acceptable end points for clean, safe water. EPA must accomplish these tasks within court-mandated and other structured deadlines, and therefore must routinely address the challenges posed in decision-making by gaps in science and scientific underpinnings. Dr. Grubbs then introduced the four speakers in this session.

Challenges for Policy Makers

Following opening remarks from Dr. Grubbs, two speakers addressed the role of science in addressing the challenges faced in developing policy and regulations for clean, safe water.

Meeting the Need for Clean, Safe Water (Surface Water, Drinking Water, and Protection of Water Supplies)

Deputy Assistant Administrator for the Office of Water, Diane Regas, discussed science as a tool used to accomplish the EPA water program goals to have water that is healthy for people to drink, to have watersheds that are safe for swimming and fishing, and to have healthy ecosystems. Four major roles of science in this area are to define the issues to address and the barriers to their accomplishment, identify how to address these issues, predict the consequences of intervention, and evaluate the effectiveness of our actions.

The Office of Water uses the statutory tools and responsibilities under the SDWA and the CWA to address a range of water issues. Many public health challenges posed by our drinking water have been solved, yet new challenges continue to arise. Current contaminants of interest include contaminated runoff, mercury, and microbial sources of gastrointestinal illness as well as the security of our nation’s water supplies.

Contaminated runoff is a major water quality problem that is damaging ecosystems. Controls of nutrients via lake-by-lake or watershed-by-watershed approaches used in the past are not practical on a nationwide basis. Therefore, collaborative efforts are underway between the Office of Water and ORD to develop ecosystem-based approaches that are more practical at large scale but retain their scientific basis.

Consumption of fish contaminated with mercury is a key issue in establishing mercury criteria for water. Unlike many other contaminants, mercury levels in water bodies do not appear to correlate to mercury levels found in fish living in those same waters. EPA addressed this

challenge by developing a new, scientifically-based approach for criteria development enabling mercury criteria to be set for fish rather than for the water.

While treatment standards for total coliform have been effectively implemented, outbreaks of gastrointestinal illness resulting from microbial contamination of drinking water continue to occur. To address this new challenge, EPA is working with the scientific community to identify appropriate control measures and to bring that scientific information back to the regulatory community to develop a solution.

The Office of Water is also working with ORD to better understand the vulnerabilities of our drinking water supplies and the countermeasures necessary to address these. This includes the ability to monitor and understand, on a real-time basis, what contaminants are present in our drinking water treatment and distribution systems, to determine whether something is present in the water supply that should not be there, and to take timely action to prevent such contamination from spreading.

A final key area is the need for decision makers and the public to better understand the role of uncertainty in science. Because science cannot always provide the level of certainty that the public or decision makers may desire, continuing education is necessary regarding what it means to act on scientific information in the face of such uncertainty.

Working with States to Achieve Clean, Safe Water

Deputy Regional Administrator for EPA Region V, David Ullrich, discussed how EPA draws on its scientific talent to understand and solve environmental problems and to understand and improve environmental conditions. A key aspect in achieving this is the integration and alignment of problems, programs, and people, which occurs via the implementation role of the EPA regions. The EPA regions deliver the environmental programs throughout the country and this is where science and the “real world” interact. Therefore, the ability to communicate current understanding of the environmental condition is also critical as state governments, local governments, and tribes are all becoming more involved in solving environmental challenges.

Many challenges require us to proceed using the best knowledge available at the time because we cannot wait for a perfect solution or for perfect science. As a result, the focus is on the following question —“Do we have enough to make a decision?” Addressing this question requires the mechanisms to get the right knowledge into the right place at the right time. The scientists must know what the needs are, the scientists must let the implementers know what the scientific data tell us, and the EPA must get the people together to address the challenge.

Region V has made much progress toward achieving safe, clean water, yet many challenges remain. These include:

- Mitigation of ecosystem damage resulting from past and continued inadvertent introduction of invasive, nonnative aquatic and terrestrial species

- Characterization, management, treatment, and safe disposal of contaminated sediments
- Determination in real-time as to whether beach closings for microbial contamination are needed
- Solutions to combined sewer overflow and sanitary sewer overflow that contribute to microbial contamination leading to beach closings
- Better understanding and control of diffuse sources of mercury, which is the most common reason for fish advisories in the Great Lakes.

Addressing these challenges requires the best use of knowledge that is currently available and to further develop knowledge where it is needed. Opportunities to provide for broader information exchange, research needs identification, and greater integration and alignment of scientists and implementers include: (1) bringing scientists and implementers together more frequently and in the right types of forums, (2) having a more systematic method for regions, states, and tribes to better explain their needs, (3) understanding when the science is sufficiently developed for decision-making and for implementation of solutions, (4) creating a real dialogue and exchange of knowledge externally and across many levels within EPA, and (5) maximizing the use of information technology for information exchange in conjunction with more traditional face-to-face forums such as this one.

Science—Answering the Challenge

Dr. Grubbs introduced two speakers who discussed specific scientific initiatives for addressing the challenges faced in developing policy and regulations for clean, safe water.

Watershed Protection/Management

NHEERL Senior Scientist, Dr. Gil Veith, noted that recent experience in watershed management and protection offers an example of holistic approaches that may be appropriate to address future challenges to achieving safe, clean water. Watersheds have sustainable carrying capacities for the human and natural populations within them. Exceeding that carrying capacity creates vulnerabilities, some of which can be counteracted. If the impacts become too great, the watershed may not be sustainable.

Current science enables us to consider and address some carrying capacity thresholds such as water quantity/distribution, wastewater assimilation in rivers, solid waste assimilation on land, soil loss/sedimentation, nitrogen cycle balance, and carbon cycle balance. Each of these thresholds must be defined in an ecological context because human activities, domestic animals, and wildlife all contribute to these thresholds.

Achieving such thresholds may require modification of human activities/lifestyle through education and other alternative approaches, since the desired results may not be achievable through laws and regulations. Stewardship is such an approach, but lacks an ecological basis

because “sustainable living” is not yet scientifically well defined. However, EPA can identify critical thresholds to guide local efforts in promoting stewardship and can present this information in useful ways.

The more traditional approach is to develop a scientific body of information, putting this information into a risk assessment, reaching scientific and policy consensus, then implementing the solution. The stewardship approach moves beyond this traditional approach through the incorporation of causal change. Environmental quality, environmental health, and economics are all related, and must be put in a public policy context, since science alone does not enable us to understand the consequences of public policy decisions. One approach to accomplish this is to bring together social scientists, economists, physical scientists, and engineers to examine the various aspects of human activity and the associated economic and environmental consequences in order to understand the linkages which in turn guide the decision-making.

These considerations have led the Office of Water to focus on five major research areas under an Aquatic Stressors Research Plan:

- Toxic chemical criteria
- Diagnostic methods for impaired sites
- Critical habitat alteration
- Nutrient over-enrichment
- Suspended/bedded sediments.

These represent the major research areas to address current major challenges in watershed protection and management. ORD also has a computational toxicology initiative underway to incorporate genomics into probabilistic risk assessments in order to better understand the effects of toxic chemicals. In addition, initiatives to integrate risks from chemical and non-chemical stressors will enable the mathematical combination of dose-response curve and habitat condition.

Balancing Risks and Risk Management Options

Senior Research Engineering Advisor, Dr. Bob Clark, with the Water Supply and Water Resources Division in NRMRL, discussed the major role of drinking water research in protecting public health for over 100 years. An early example is the introduction of water filtration and disinfection techniques resulting in significant reductions in illness from waterborne diseases such as typhoid. However, continued vigilance regarding our drinking water infrastructure is necessary as evidenced by many examples of microbial outbreaks and other public health incidents in the past 10 years as well as more recent concerns over vulnerabilities of our drinking water supply as an aftermath of the September 11th events.

The SDWA and its amendments have been key drivers for safe drinking water for nearly 30 years. Scientific research has played a major role throughout this program. Examples include

regulation of total trihalomethanes because chloroform was found as a water contaminant resulting from drinking water chlorination, and development of the Total Coliform Rule and Surface Water Treatment Rule as an outgrowth of basic filtration research. Scientific research supporting SDWA programs has grown to involve all EPA laboratories. EPA also sponsors a long-term external grants program focused on academic research. In addition, ORD is pursuing research in several areas under its multi-year plan for drinking water research.

These research efforts encompass development of test methods, evaluation of potential control technologies, better understanding of reproductive and other effects from exposure to waterborne contaminants, and exposure risks to sensitive populations. The Source Water Protection initiative established in 1996 is also coordinating efforts between the SDWA and the CWA to address both drinking water and watershed management regarding major concerns such as the introduction of pathogens into our nation's waters from sewer outflows. Water distribution system research is underway to understand the effects of long residence times on waterborne contaminants and to develop models for predicting changes in the microbial/chemical quality of drinking water in a distribution system, methods for detecting structural failures/contaminant intrusion into distribution systems, and smart technologies to provide warning of such intrusions. Emerging issues in microbiology/infection disease research include identification of potential pathogens, methods for rapid identification of potential hazards and for rapid identification of outbreaks, and determination of exposure of national populations to hazardous microbes.

Water security research must also consider all aspects of identifying, characterizing, detecting, and treating for threat agents. EPA established a Water Protection Task Force in October 2001 to improve the security of the nation's water and wastewater infrastructure, and to develop an EPA strategy in this area inclusive of ORD research being developed for homeland security.

In conclusion, water supply research is a very important contributor to improving public health and reducing waterborne diseases. Continued vigilance regarding our water supplies is important and water security issues involve specific vulnerabilities that must be addressed. Scientific research continues to support regulatory development, is important to our future water supply, and is important to directing the scientific research in the proper way. Many of these science questions are being answered through a multi-year EPA research strategy.

Panel Discussion

The speakers had an opportunity to participate in a brief panel discussion drawing on questions from Dr. Grubbs and the audience.

A brief panel discussion addressed a range of topics. These included: (1) opportunities to more effectively translate watershed science into protection and ways to bring the local level into this process, (2) challenges in addressing the policy maker's desire for highly robust science when a lesser level may be sufficient for decision-making, and (3) opportunities for involvement of local government, which often plans/implements initiatives, in the policy-making process.

Dr. Gilman concluded this session by extending to all attendees and participants the opportunity to visit the associated poster session—Further Contributions of Science to Safe Water—as well as the general poster sessions, exhibits, and virtual tours of EPA laboratory facilities.

V. Session IV—Air Quality

Thursday, May 2, 2002

The purpose of this second session on the second day of the meeting was to identify the advances made in air pollution control, the current framework for air quality management, and how particulate matter is beginning to be understood as a major health issue, particularly to susceptible populations. This session also examined how science feeds into issues that the EPA regions must address and ultimately into the decisions that regulatory programs must make.

Dr. John Vandenberg, Acting Director, Human Studies Division, NHEERL, discussed the health effects associated with particulate matter, and how the findings of current epidemiology, toxicology, and exposure studies are contributing to better understanding of the impacts of particulate matter (PM) on susceptible populations such as children and the elderly. Acting Director of the Emissions, Monitoring, and Analysis Division in the Office of Air Quality Planning and Standards (OAQPS), David Mobley, addressed EPA efforts in developing PM_{2.5} regulatory programs with special emphasis on the range of current monitoring programs, preliminary monitoring findings, and the scientific research necessary to support both monitoring and implementation. Deputy Regional Administrator for EPA Region IV, Stan Meiburg, shared the regional perspective on working with states to achieve the PM NAAQS and the role of science in implementation, decision-making, and communication. Assistant Administrator for the Office of Air and Radiation (OAR), Jeff Holmstead, discussed the interaction between science and policy-making regarding PM_{2.5} regulation as well as the role of science in the Clear Skies Initiative. Participants spent the last part of the session in a panel discussion and responded to questions from the audience that provided additional information and insight on a variety of air-related topics.

Opening Remarks

Acting Deputy Assistant Administrator for Science in ORD, Dr. Bill Farland, provided opening remarks to set forth the purpose of the presentations on air quality in this session.

Dr. Bill Farland opened the session on Air Quality by explaining that air quality was not always as it is today. He cited as an example the 1948 air pollution episode in Donora, Pennsylvania, in which a temperature inversion in a narrow river valley with significant industrial emissions resulted in 20 deaths. He also noted a similar episode that occurred in London where 10,000 people died as a result of an inversion during a time of extensive coal burning for home heating.

A major premise is that we have a right to clean air. The Clean Air Act (CAA) of 1970 identified air quality as a major public health problem. The framework for air quality management in the United States is the National Ambient Air Quality Standards (NAAQS) developed under the CAA. From the NAAQS, EPA models and monitors environmental conditions, which in turn feed into State Implementation Plans (SIPs), which in turn lead to compliance, which in turn feeds back into modeling and monitoring to determine areas of future endeavor. The PM NAAQS were developed and proposed in 1997, and addressed both small particles (2.5 microns, $PM_{2.5}$) and larger particles (10 microns, PM_{10}).

Science feeds into identifying and resolving air quality issues about which decisions must be made. PM is one of these issues as it is beginning to be understood as a major health issue with specific impacts on susceptible populations such as the elderly, the young, and individuals with asthma. Dr. Farland then introduced each of the four speakers in this session.

Science—Answering the Challenge

Following opening remarks from Dr. Farland, two speakers addressed the use of science in addressing the challenges of air quality as it relates to PM regulation and control.

Understanding the Health Effects of Particulate Matter

Dr. John Vandenberg, Acting Director, Human Studies Division, NHEERL, discussed how multiple scientific studies have clearly demonstrated the relationship between PM levels and both mortality and morbidity. Health effects of concern include increased premature death particularly in susceptible populations, aggravated respiratory and cardiovascular illnesses leading to increased hospital admissions and emergency room visits, and decreased lung function resulting in impairments that lead to lost work days and school absences. Existing health studies have also shown that certain populations are more at risk than others, such as the elderly and individuals with chronic obstructive pulmonary disease.

PM is a complex mix and no two geographic locations have the same mix because PM has many different sizes that reflect diverse sources. For example, coarse PM (PM_{10}) comes from crustal

and biological sources while fine (PM_{2.5}) and ultra fine PM (PM_{0.1}) come from vehicular exhaust, coal combustion, and oil combustion among other sources.

High priority research needs identified by the National Research Council in 1999 include comparisons of outdoor and actual human exposure, effects of exposure to toxic PM components, emissions source characterization, effects of PM and co-pollutants, and development and testing of improved air quality models. Other research needs include identification of PM components producing adverse health effects, dosimetry, susceptible subpopulations, and biological mechanisms (causality). New analysis and measurement methods are also needed to ensure understanding of the epidemiology.

Current research is focusing on epidemiological and human exposure studies, clinical studies, and toxicological studies with animals as well as the integration of all three areas of research. A study in Baltimore is coupling exposure studies (indoor, outdoor, personal) with epidemiology studies in elderly residents to develop models to accurately estimate the exposures. Findings from this study indicate that exposure to ambient PM varies by season, residence, geographic area, and population; building type and ventilation strongly influence exposure to ambient PM; and correlations between ambient and personal exposure depend upon PM mass size and species. In addition, this study also found more pronounced effects in individuals with existing cardiac disease.

A study in Utah examined health changes in the vicinity of a steel mill during periods of operation and closure. This study combines epidemiology and exposure data with clinical, animal toxicology, and *in vitro* research to better understand PM actions and effects. Results indicate that elevated PM₁₀ levels correlated with increased hospital admissions for respiratory problems and that children were most affected. Additional findings include identification of metals in the PM working via free radical formation as the potential mechanism of action resulting in both inflammatory and pulmonary reflex effects.

Reducing Exposures to Particulate Matter

Acting Director of the Emissions, Monitoring, and Analysis Division in OAQPS, David Mobley, discussed EPA monitoring programs underway to understand PM_{2.5}, which has a complex chemical composition. These monitoring programs address: (1) ambient PM_{2.5} levels to provide daily evaluations and advisories to the public of air quality concerns enabling sensitive individuals to take precautions, (2) PM_{2.5} composition and its variation throughout the country, (3) correlation of emissions and speciation data to correlate emissions and precursors to PM_{2.5} levels as well as to identify key sources, and (4) general trends. This array of monitoring is necessary because of the range of objectives that must be addressed by EPA in order to control the right PM components for the right reasons.

EPA has recently received the first three years of monitoring data, and these data are undergoing detailed examination for data quality and completeness for attainment status determinations. Preliminary analyses indicate that large areas east of the Mississippi River and in California have

PM_{2.5} levels above the NAAQS, there is a strong correlation between PM_{2.5} concentrations and visibility (haze) issues, and sulfates are a significant contributor.

Levels of fine PM vary by wind direction making regional transport a significant issue for PM_{2.5}. Elevated PM_{2.5} is found throughout the country and the levels found are generally consistent. However, PM_{2.5} levels for individual cities or regions will vary because of the variation in the urban contributions, which are added onto the more consistent regional levels.

EPA has a specific schedule of actions to take between 2003 and 2018 to address PM_{2.5} haze. Regional planning will need to be a key component to develop regional strategies and the states are working through many avenues to address regional transport of PM_{2.5} and its effect on regional haze. The desire to avoid a “nonattainment” designation may be a driver of early action on local problems that cannot be solved by future national or regional programs. Scientific research necessary to support these initiatives include source measurement methods for PM_{2.5} and its precursors, PM_{2.5} composition determination, real-time data acquisition to better track cause and effect, and cost-effective control technologies.

In conclusion, PM_{2.5} represents a serious health threat with elevated levels in many areas of the United States. PM_{2.5} is a complex problem with high annual levels, high daily levels, contributions to haze problems, multiple chemical species composition, and multiple sources. In addition, early reductions of PM_{2.5} precursors may be beneficial to reducing PM_{2.5}. EPA is committed to working with the states and the public to meet the PM_{2.5} and haze standards and to protect public health.

Challenges for Policy Makers

Dr. Farland introduced two speakers who discussed the role of science in addressing the challenges faced in developing policy and regulations for improved air quality.

Working with States to Achieve the PM NAAQS

Deputy Regional Administrator for EPA Region IV, Stan Meiburg, discussed how the states and EPA regions are responsible for implementation of CAA requirements such as the PM NAAQS and the role of science in these efforts. A major challenge is to balance the need for national consistency with the need to address differing regional and state conditions. The original CAA program focus is on air quality issues that occur at the local level. However, more issues and challenges are being encountered that are beyond the local level to resolve.

As implementers, the EPA regions and states depend on good science for advice and assistance, to create a sound strategy for air pollution control, and to communicate all of this with confidence. Health effects, monitoring, modeling, emissions inventories, and control technologies are all critical areas requiring a sound scientific basis for implementers to proceed. Understanding health effects is important to be able to explain and justify the imposition of new requirements as well as to communicate the effects and benefits of control to all stakeholders involved with implementation. Monitoring networks aid in understanding the extent of PM_{2.5}

nonattainment and consistent, proven approaches are necessary for sampling, analysis, and data quality assurance in order for the monitoring to establish a baseline against which trends progress, and effects of proposed control strategies can be assessed.

Modeling projects the effects of control measures on ambient air condition to determine if control strategies will work as anticipated. Modeling must now consider such new factors as transformation, which is resulting in greater modeling complexity than past dispersion modeling. In addition, the regional aspect of current air pollution challenges such as PM_{2.5} require integration of urban scale and regional scale modeling.

Emissions inventories establish an understanding of what is being emitted and provide real data for model inputs. Temporal and spacial variations as well as chemical speciation are becoming more important to include in these inventories in order to identify appropriate control strategies.

A key EPA role in the area of control technologies is to disseminate technical and scientific information, support organizations that disseminate such information, and to provide for other types of technology transfer facilitation. While much technology development innovation comes from the private sector, the states often turn to EPA to validate these developments.

Planning and regional coordination have become increasingly important, because single state measures will not solve certain types of air quality problems. Regional strategies must balance effectiveness, efficiency, and equity. Good science can support interstate and intrastate cooperation through understanding of the specific contributions to the regional issues. Some of these problems are more global in scale in that air quality issues in other countries may impact air quality within the United States. This also points to the need to work across international boundaries not just state and regional ones.

Good science therefore drives good implementation. Implementers depend on good science to make the case for the need to take action, to open up opportunities for innovation, and to create partnerships among states, citizens, industry, and other stakeholders that can share costs and benefits and can promote information exchange to find solutions.

Setting the PM NAAQS

Assistant Administrator for OAR, Jeff Holmstead, noted that when the PM NAAQS was first issued, many felt that too many uncertainties existed and that the science was not yet sufficiently developed to understand and address this issue. EPA scientists have since shown that PM is a serious public health risk and the need exists to reduce PM_{2.5} levels nationwide.

Ozone and PM_{2.5} problem areas appear extensive. A preliminary review of monitoring data collected from 1999 to 2001 indicates that as many as 407 counties may be out of attainment with either of these air quality standards and approximately 100 counties are potentially out of attainment with both standards. Regional PM_{2.5} concentrations are most significant and represent almost a constant annual contribution. Urban contribution varies by city and can be overlaid onto regional values to assess the local situation. Monitoring data also indicate that sulfates represent

the largest component of PM with nitrates and organic carbon being the next largest components. In addition, current data indicate that the majority of the sulfates come from power generation, which is also a significant source of nitrates.

The Clear Skies Initiative is specifically addressing these issues through aggressive environmental requirements for emissions in the power generation industry. This Initiative is designating emissions caps for specific pollutants to achieve reductions over a 10 year period. These actions are expected to achieve significant emissions reductions of sulfates and mercury in addition to the reductions being achieved through other CAA programs. These emissions reductions are anticipated to reduce the number of counties anticipated to be designated as nonattainment areas from 407 to 60 by 2020.

The investment in model development and creation of modeling tools over the past 10 years has dramatically improved the modeling capability to support the Clear Skies Initiative. These models support the identification of cost-effective strategies for the industry as a whole, the ability to estimate reductions, and the ability to use these data in air quality dispersion models to assess results. Applications of these models have projected improvements of visibility and reductions in acid and sulfur deposition. While concerns have been raised in the past that this approach may generate “hot spots” of air pollutants, modeling results instead indicate that across-the-board reductions will be achieved.

Panel Discussion

The speakers had an opportunity to participate in a brief panel discussion drawing on questions from the audience.

A brief panel discussion addressed a range of topics. These included: (1) issues to consider in a national emissions trading plan that could enable the utility industry to look at emissions from an economic perspective, (2) initiatives to understand the health effects of PM chemical species other than nitrate and sulfate, and (3) projections for reductions in vehicular emissions.

Parting Remarks

Dr. Gilman thanked the attendees for coming and requested that the evaluation forms be completed as they will provide valuable information on whether to hold this forum again next year. Dr. Gilman also thanked the Science Program Committee, the Organizing Committee, and the on-site volunteers (greeters and hospitality) for their contributions to the successful development and conduct of this event.

Appendix A:

Meeting Agenda

EPA Science Forum 2002: Meeting the Challenges
May 1-2, 2002 ○ Washington, DC

Day 1 — May 1, 2002

Session I **Opening Plenary: Science to Achieve Environmental Outcomes**

- | | |
|------------------|--|
| 9:00 - 10:30 am | Opening Remarks/Keynote Addresses <ul style="list-style-type: none">• Science: A View from the Hill• Vision and Priorities for Science at EPA |
| 10:30 - 11:00 am | Overview of the Environmental Indicators Initiative |
| 11:00 - 12:00 pm | Use of Biological Indicators for Environmental Assessments <ul style="list-style-type: none">• EMAP/Coastal Monitoring• Lessons Learned |
| 12:00 - 1:30 pm | <i>Lunch</i> |

Session II **Protecting Our Health: Susceptible Populations**

- | | |
|----------------|---|
| 1:30 - 2:30 pm | Challenges for Policy Makers <ul style="list-style-type: none">• Implementing Legislative Requirements of the Food Quality Protection Act: Science Needs• Incorporating Children's Health Considerations Across the Agency |
| 2:30 - 3:30 pm | Science—Answering the Challenge <ul style="list-style-type: none">• Unique Exposure Scenarios• Unique Developmental Vulnerability |
| 3:30 - 5:30 pm | Poster Session—Further Contributions of Science to Protecting Our Health |

Day 2 — May 2, 2002

Session III

Safe Water

- 8:30 - 9:30 am Challenges for Policy Makers
- Meeting the Need for Clean, Safe Water (Surface Water, Drinking Water, and Protection of Water Supplies)
 - Working with States to Achieve Clean, Safe Water
- 9:30 - 10:30 am Science—Answering the Challenge
- Watershed Protection/Management
 - Balancing Risks and Risk Management Options
- 10:30 - 12:30 pm Poster Session—Further Contributions of Science to Safe Water
- 12:30 - 1:30 pm Lunch*

Session IV

Air Quality

- 1:30 - 2:30 pm Science—Answering the Challenge
- Understanding the Health Effects of PM
 - Reducing Exposures to PM
- 2:30 - 3:30 pm Challenges for Policy Makers
- Working with the States to Achieve the PM NAAQS
 - Setting the Particulate Matter National Ambient Air Quality Standard (PM NAAQS)
- 3:30 - 5:30 pm Poster Session—Further Contributions of Science to Air Quality

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